

Peterborough

То:	Members of the General Committee	
From:	Michael Papadacos, Commissioner, Infrastructure, Planning and Growth Management (Acting)	
Meeting Date:	December 4, 2023	
Report:	Zoning By-law Amendment for 264 Lansdowne Street East, Report IPGPL23-009	

Subject

A report to evaluate the planning merits of amending the Zoning By-law to facilitate the redevelopment and use of the property at 264 Lansdowne Street East for a 186-unit apartment dwelling complex containing up to 2,862 square metres of ground floor commercial space.

Recommendations

That Council approve the recommendations outlined in Report IPGPL23-009, dated December 4, 2023 of the Commissioner, Infrastructure, Planning and Growth Management (Acting) as follows:

- a) That Section 3.9, Exceptions of Zoning By-law 1997-123 be amended by adding Exception Number 362 to prescribe site-specific regulations for the property known as 264 Lansdowne Street East in accordance with the Draft Zoning By-law Amendment attached as Exhibit D of Report IPGPL23-009; and
- b) That the subject property be rezoned from C.4 Commercial District to R.60-362 Residential District in accordance with the Draft Zoning By-law Amendment attached as Exhibit D of Report IPGPL23-009.

Executive Summary

- Ellas Holdings Inc. has requested Council to amend the Zoning By-law for their lands at 264 Lansdowne Street East.
- The original request included an application to amend the City's former Official Plan, however the proposed development conforms with the City's new Official Plan adopted in November 2021 and approved by the Province on April 11, 2023 and therefore the Amendment is no longer required.
- The Zoning By-law Amendment would permit an 11-storey and 8-storey residential apartment building complex with 186 residential units and up to 2,862 square metres of ground floor commercial space.
- Staff is supportive of Ellas Holdings Inc.'s request for a mixed-use development that is in conformity with the Official Plan.
- If the Zoning By-law Amendment is approved, the development will be subject to Site Plan Control.

Background

The subject property is located on the north side of Lansdowne Street East, to the east of the intersection of Lansdowne Street East with Ashburnham Drive. The property is currently developed with a hotel and restaurant that have ceased operation. The property is surrounded by car dealerships to the west and northwest, and vacant commercial lands to the north and east. A one-storey commercial development is proposed on the property to the immediate east, and a gas bar is located further east of the property on the north side of Lansdowne Street East. Properties on the south side are developed with a range of commercial and Industrial uses.

A Pre-Consultation Meeting for the current proposal was held on September 9, 2021. Further discussions with staff occurred and revised concept plans were submitted in April and May of 2022. On May 20, 2022, the City provided a letter updating the submission requirements, and applications for both Official Plan and Zoning By-law Amendments were filed by the Applicant in October 2022 with additional supplemental materials received in November and December of 2022, and January 2023. The applications were deemed complete on January 29, 2023.

The applications were supported by a variety of documents including: a Planning Justification Report; conceptual Site Plans, Building Elevations, and Floor Plans; a Functional Services Report and Stormwater Management Report; a Solar Study; a Hydrogeological Assessment; a Land Use Compatibility (D-6) Study; a Noise Impact Study; a Parking Justification Memorandum; a Phase 1 and 2 Environmental Site Assessment and Record of Site Condition; a Traffic Impact Study; and a Tree Inventory and Preservation Plan.

Agency and department comments from the first circulation were sent to the applicant on April 27, 2023. The Applicant hosted a Public Open House on June 6, 2023. Since that time, the Applicant has worked with Planning, Development and Urban Design staff and has submitted a revised concept site plan and materials to address the comments received from the circulation of the application and comments from the Open House.

The City's current Official Plan was adopted in November 2021 and came into effect on April 11, 2023 subject to modifications by the Minister of Municipal Affairs and Housing (the Minister). Based on a review of both the adopted and approved versions of the Official Plan, the proposed development is in conformity with the Official Plan. As such, an amendment to the former Official Plan is no longer required. The latest concept site plan is attached as Exhibit B hereto.

Analysis

City of Peterborough Housing Pledge

On November 27, 2023, Council pledged to support the construction of 4,700 new dwellings by 2031 as requested by the Minister on June 16, 2023. Provincially, municipal housing pledges are a key tool for ensuring the construction of 1.5 million new homes by 2031 to address an ongoing housing supply and affordability crisis. This development, with a proposed 186 residential units, is an example of the type of development that the City will need to meet its housing target.

Provincial Policy Statement, 2020 (PPS)

Any decision on the proposed Zoning By-law Amendment must be consistent with the PPS which came into effect on May 1, 2020. The PPS provides general direction to municipalities with respect to addressing matters of provincial interest in land use planning.

Section 1.1.1 outlines how healthy, liveable and safe communities are sustained by:

- a) promoting efficient development and land use patterns which sustain the financial well-being of the Province and municipalities over the long term;
- b) accommodating an appropriate affordable and market-based range and mix of residential types, employment, institutional, recreation, parks and open space, and other uses to meet long-term needs;
- c) avoiding development and land use patterns which may cause environmental or public health and safety concerns; and
- e) promoting the integration of land use planning, growth management, transitsupportive development, intensification and infrastructure planning to achieve

cost-effective development patterns, optimization of transit investments, and standards to minimize land consumption and servicing costs.

Section 1.1.3.1 states "Settlement areas shall be the focus of growth and development" and Section 1.1.3.2 states "Land use patterns within settlement areas shall be based on densities and a mix of land uses which:

- a) are appropriate for, and efficiently use, the infrastructure and public service facilities which are planned or available and avoid the need for their unjustified and/or uneconomical expansion;
- e) support active transportation; and
- f) are transit-supportive, where transit is planned, exists or may be developed."

Section 1.4.3 of the PPS requires municipalities to provide for an appropriate range and mix of housing options by:

- b) permitting and facilitating:
 - 1. all housing options required to meet the social, health, economic and wellbeing requirements of current and future residents, including special needs requirements and needs arising from demographic changes and employment opportunities; and
 - 2. all types of residential intensification, including additional residential units, and redevelopment in accordance with policy 1.1.3.3;
- c) directing the development of new housing towards locations where appropriate levels of infrastructure and public service facilities are or will be available to support current and projected needs;
- d) promoting densities for new housing which efficiently use land, resources, infrastructure and public service facilities, and support the use of active transportation and transit in areas where it exists or is to be developed.

In staff's opinion, these policies are satisfied by the proposed development. The development will be constructed on an underutilized lot which is currently occupied by a vacant two-storey commercial building. The proposed development will provide additional housing opportunity as well as provide economic benefit through the revitalized commercial ground floor area.

Planning for sewage, water, and stormwater shall be in accordance with Section 1.6.6 of the PPS. Section 1.6.6.1 requires Planning for sewage and water services to accommodate forecasted growth in a manner that promotes the efficient use and optimization of existing municipal sewage services and municipal water services; to ensure that these systems are provided in a manner which is feasible and financially

viable over their lifecycle; to promote water conservation and water use efficiency; and to integrate servicing and land use considerations at all stages of the planning process.

Existing municipal services and infrastructure will be utilized and improved, where necessary, to ensure the development has adequate infrastructure to support the proposed use. Located on the main east-west arterial street in the City's east end, this development is conveniently located within walking distance to a large-scale food store, to parks, restaurants, and the Trans-Canada trail. This proposal represents a highly pedestrian-friendly development and desirable type of intensification on a site that is currently underutilized in a transitioning mixed-use area.

The development is not impacted in accordance with Section 3.1, Natural Hazards, or Section 3.2, Human-Made Hazards. The proposed development is located outside of areas of flooding and natural hazard.

The subject property is located within the City's settlement area boundary and is serviced with full municipal services. In accordance with the PPS, the development represents an efficient re-use of the property without the need for expansion or extension of existing infrastructure.

In staff's opinion, the proposed Zoning By-law Amendment is consistent with the policy direction of the PPS.

A Place to Grow: Growth Plan for the Greater Golden Horseshoe, 2019 and Including Amendment 1, 2020 (Growth Plan)

Any decision on the proposed Zoning By-law Amendment must conform with the policies of the Growth Plan. The Growth Plan builds upon the policy foundation of the PPS by providing land use planning policies to address specific issues in the Greater Golden Horseshoe. The subject property is located within the Delineated Built-Up Area as defined in the Growth Plan.

The policies of the Growth Plan encourage cities and towns to develop as complete communities which:

- feature a diverse mix of land uses, including residential and employment uses, and convenient access to local stores, services, transportation options and public service facilities;
- improve social equity and quality of life;
- provides a diverse range and mix of housing options to accommodate people at all stages of life;
- provide for a more compact built form; and
- integrate green infrastructure and low impact development.

Lands within the Delineated Built-Up Area are expected to accommodate a minimum of 50% of all residential development in the City annually. Growth within the Delineated Built-Up Area is expected to occur on full municipal services and contribute to a complete community, designed to support healthy and active living and meet the needs of residents throughout a full life cycle. This application will increase the number of residential units in a location that is directly serviced by transit and off-street cycling facilities along Lansdowne Street East and is located within walking distance of a major food store, restaurants and local commercial uses.

It is the opinion of staff that the proposed Zoning By-law Amendment conforms with the policy direction of the Growth Plan.

Official Plan

The subject property is designated 'Strategic Growth Areas' on Schedule 'A' – Urban Structure and 'Major Mixed-Use Corridor Area' on Schedule 'B' – Land Use in the Official Plan. Lansdowne Street East is identified as a High Capacity Arterial on Schedule 'D' – Road Network Plan, with an Off-Road Trail on the south side of the street on Schedule 'E' – Trails and Bikeways Network Plan.

The Strategic Growth Areas, identified on Schedule A: Urban Structure, are to be the focus for accommodating intensification and/or higher intensity mixed-uses in a more compact built form. Major development/redevelopment opportunities may include vacant or underutilized sites, former commercial and industrial properties, the expansion or conversion of existing buildings, or the development of new mixed-use, higher density corridors and centres serving emerging development areas.

Development in the Major Mixed-Use Corridor is considered in the context of the following policies:

- The General Policies for All Designations Section 4.1.2 a. to g.;
- General Policies for Hazard Lands Section 4.1.3;
- Food Store Distribution in the Urban Structure Section 4.1.4;
- Mixed-Use Corridors Section 4.4 including:
 - General Policies Applicable Throughout the Mixed-Use Corridors Section 4.4.1 f. to h.;
 - Major Mixed-Use Corridor Development Policies Section 4.4.2 c. to p.; and
 - Major Mixed-Use Corridor Permitted Uses Section 4.4.2 b.

Other policies, such as the Community Development Policies (5.0), Infrastructure Policies (6.0) and Implementation Policies (7.0) also apply. The proposed development generally conforms to the intent of the above noted policies.

Development proposals within Strategic Growth Areas will be planned to:

- i. Accommodate **transit-supportive densities** and **promote active transportation** and a range and mix of uses and activities;
- iii. Accommodate alternative development standards, such as **reduced parking requirements**; and
- vii. Provide a broad **array of retail and service commercial uses** as well as **mid and high-rise forms of housing**;

In accordance with Section 4.4.2 g. of the Official Plan, the proposed uses are permitted land uses in the Major Mixed-Use Corridor. While the Official Plan notes that new buildings in this Corridor are expected to range from 2 storeys to a maximum of 8 storeys, the plan also acknowledges the intersection of Lansdowne Street East and Ashburnham Drive is a key intersection that has the potential to reinforce a community hub through intensification. On that basis, additional building height may be considered by the City on a site-by-site basis, to a maximum total building height of 12 storeys. In keeping with this intent, the western building which abuts the corner property is proposing a maximum height of 11 storeys, while the eastern building is proposing a maximum height of 8 storeys. The development will act as a transition from what may be taller buildings at the intersection in the future to other developments along the north side of Lansdowne Street East with a maximum height of 8 storeys. This also allows for a smaller overall development footprint on the property, in the interest of increasing additional green scaping.

The proposed development originally required amendments to Schedule 'A' – Land Use and Schedule 'E' – Residential Density of the former Official Plan, to permit what would be considered a high-density residential development (with a proposed density of 111 dwelling units per hectare). With the adoption of the new Official Plan in November 2021 and its provincial approval April 11, 2023, the requested Zoning By-law amendment can now be reviewed in accordance with the new Official Plan policies. Based on the new Official Plan, this development is permitted without the need for an Official Plan amendment.

The proposed development has incorporated landscaping, amenity features, on-site parking, bike parking and on-site stormwater management. A parking study has been submitted in support of a parking ratio of 1.1 spaces per dwelling unit for the apartment building and 1 space per 20 square metres of commercial floor area. There are no anticipated impacts on neighbouring properties.

The development proposes to utilize existing municipal services and the reduced on-site parking is appropriate given the proximity to active transportation and transit. The

development is located less than 100 metres from Farmcrest Park, and less than 150 metres from the Trans Canada Trail. The Major Mixed-Use Corridor is proposed to be redeveloped into a highly walkable and transit supported community. The proposed amendment aligns with the directives of the Official Plan and will assist in achieving the intensification targets contemplated in the Provincial and Official Plan Policy.

In accordance with Section 42 of the Planning Act, Section 7.12 of the Official Plan, and By-law 90-331, cash-in-lieu of parkland dedication will apply to the proposed dwelling units and will be collected at the site plan stage.

Zoning By-law

To facilitate the proposed use, the Applicant is requesting that the property be re-zoned from C.4 to a modified R.60 and that a new exception, Exception Number 362 be added to Section 3.9 of the Zoning By-law to:

- Add additional uses including: a day nursery; a dry cleaning depot; a retail store; a place of amusement, assembly, and entertainment; a bank, financial institution and loan company; a professional office, and public and community facilities;
- Decrease the minimum lot area per dwelling unit from 93 to 85 square metres;
- Increase the maximum building coverage from 20 to 25%;
- Establish a maximum height of 11 storeys for the west tower and 8 storeys for the east tower;
- Increase the maximum floor area per commercial purpose from 140 to 275 square metres for the west building and 330 square metres for the east building;
- Increase the maximum commercial floor area per building from 370 to 1,762 square metres for the west building and 1,100 square metres for the east building;
- Increase the maximum lot coverage by open parking areas, driveways and vehicle movement areas from 25 to 30%;
- Reduce the minimum residential parking requirements from 1.75 to 1.1 spaces per unit;
- Reduce the minimum loading spaces from 4 Type 'A' to 2 Type 'A' and 2 Type 'B' spaces;
- Establish a minimum setback for residential uses on the ground floor from the centreline of Lansdowne Street East at 60 metres; and

• Establish a minimum bicycle parking of 0.65 long-term and 0.10 short-term bicycle parking spaces per dwelling unit.

Site specific regulations are proposed in the draft Zoning Amendment attached as Exhibit D to Report IPGPL23-009.

The submission is accompanied by the necessary studies and analysis to ensure conformity with the Official Plan policies.

Generally, staff has no objection to the requested regulations as it will permit a type of built form and mixed-use that is desirable in the Lansdowne Street East mixed-use corridor. This built form will be subject to further review through site plan approval.

Site Plan Approval

Subsequent to Zoning approval, the proposal will also be subject to Site Plan Approval prior to issuance of a Building Permit. Any residential development containing more than ten (10) dwelling units is subject to Site Plan Approval. Site Plan Approval will address the details related to the location of parking, driveways, lighting, landscape treatment and buffering as well as the urban design and compatibility with the adjacent properties.

Concurrent with this report, Council will also be considering adoption of Urban Design Guidelines for Mixed-Use Corridors (Report IPGPL23-006). If adopted, these guidelines will be used to evaluate the proposed development. As part of the Technical Adequacy Review in advance of the eventual Site Plan application, the City would require an Urban Design Report to address the relevant design policies in the Official Plan and the relevant guidelines. Generally, staff finds the proposed development concept meets the purpose and intent of the Official Plan's design policies and the proposed guidelines.

The subject property is part of an area identified by the proposed guidelines as having opportunity to transform into a mixed-use neighbourhood with new streets, public spaces and transit-supportive densities. The proposal for two mixed-use buildings with plaza provides flexibility to implement that vision by maintaining opportunity to make future connections to the properties to the east.

As the proposed guidelines make clear, the essence of good urban design is the cohesive organization of buildings, streets, and open spaces with a strong relationship between the public and private realm to create inviting and livable spaces. Fundamentally, this means that buildings must face onto streets and public spaces, with doors and windows to invite interaction between indoor and outdoor uses and facilitate casual observation of spaces, and provide direct pedestrian connections.

These basic principles of good urban design are met in the proposed development concept as it includes two mixed-use buildings facing and close to the street, active uses on the ground floor, a flexible plaza space front and centre, with parking underground and behind the building.

The Private Relam Guidelines of the proposed guidelines provide guidance on building orientation, setbacks, and height as well as access, parking and landscaping to assist with creating distinctive and appealing pedestrian friendly spaces. The proposed development appears to meet the intent of these guidelines, and will be fleshed out during the detailed design stage (i.e. site plan). The Urban Design Report will address these Private Realm Guidelines along with corridor-specific considerations for Lansdowne Street East and Ashburnham Drive and the Street Guidance for Lansdowne Street East.

Strategic Plan

Growth and Economic Development

• The proposed development provides for a higher-density mixed-use neighbourhood to make the most efficient use of land.

Infrastructure

• The proposed supports a lower carbon footprint and enhanced long-term sustainability by providing for greener stormwater infrastructure and reintroducing permeability to the site.

Community and Wellbeing

• The proposed development supports multi-modal transportation including walking, cycling and Transit services and neighbourhood safety, diversity, accessibility, and affordability.

Governance and Fiscal Sustainability

• Theiproposed development supports the long-term financial sustainability of the City and minimizes impact on taxpayers by increasing the use of an underdeveloped site.

Engagement and Consultation

Summary of Agency Responses

Agency circulation was issued on February 27, 2023.

The Chief Fire Prevention Officer advised that a fire hydrant is to be located within 90 metres of all principle entrances, and fire department connections (aka Siamese connections) are required on both buildings. These items will be addressed at the Site Plan Approval stage.

The Asset Management and Capital Planning Division has confirmed no further review is required as part of the Zoning By-law Amendment application. The Applicant has

been advised of technical comments that will need to be addressed at the Site Plan Approval stage.

The Senior Transportation Project Manager advised the site is a mixed-use development located within the strategic growth area, the site is located close to bike infrastructure, trails, transit routes, and other services and amenities. Considering the above factors, they support the request for the reduction in the parking ratio for the site. Additional comments were provided that will be incorporated into the site plan.

The Accessibility Compliance Coordinator confirmed the number of accessible parking spaces exceeds the Accessibility for Ontarians with Disabilities Act (AODA) requirement and provided a list of technical comments which will need to be addressed through the subsequent site plan approval.

The Urban Forestry Section advised that at the time of Site Plan, the submitted Tree Inventory and Preservation Plan (TIPP) will need to be revised in accordance with the City's Engineering Design Guidelines.

Canada Post has provided technical comments which have been provided to the Applicant, to be addressed at the site plan stage.

Otonabee Region Conservation Authority has reviewed the application including the Functional Servicing Report and associated plans, the Hydrogeological Assessment, and the Planning Justification Report and supplementary materials in accordance with their current reduced scope of review with a focus on natural hazards. They advised the application is consistent with Section 3.1 of the Provincial Policy Statement; that a permit is not required from them under Ontario Regulation 167/06; and that the subject property is not located in a vulnerable area as per the Trent Source Water Protection Plan. The applicant has been advised of technical comments that will need to be addressed at site plan approval.

The Building Division and Bell Canada advised that comments will not be provided at this stage, they will be reserved for the Site Plan application stage.

The City's Development Engineering, Heritage Preservation Office, Peterborough Public Health, and Ministry of Transportation advised they have no concerns or comments.

Enbridge Gas advised they do not object to the application.

Kawartha Pine Ridge District School Board advised they have no objection to the application, and noted in their comments that the development will generate approximately 8 public elementary students and 7 public secondary students.

Peterborough Utilities Group advised that development and/or frontage charges are applicable. Water service sizing is the responsibility of the Owner.

Summary of Public Responses

In accordance with Planning Act requirements, a Notice of Public Meeting for the proposed Zoning By-law Amendment was published in the Peterborough Examiner on November 6, 2023 and was mailed to property owners within 120 metres of the site on November 6, 2023. As of the writing of this report, no written or verbal public comments have been received.

On June 6, 2023, the Applicant hosted an in-person neighbourhood open house with staff, one Ashburnham Ward Councillor and several members of the public in attendance. The Applicant provided a summary of the comments and questions received. The only concern raised at the open house was specific to the noise study as it related to the existing Kingdon Timber Mart on the south side of Lansdowne Street East. In response to that comment, the Applicant requested to work with Kingdon to ensure any updates to their Noise Study captures all relevant noise sources from that site.

In response to the above comments, City staff note that issues such as noise can be addressed at the Site Plan stage.

Budget and Financial Implications

There are no direct budget or financial implications arising from the approval of this application. Under the current 2023 rates, the 186-unit building could generate approximately \$4,985,161.14 in Development Charge revenue (\$4,520,172 residential based on 186 units at \$24,302/unit; and \$464,989.14 commercial based on 2,862 square metres at \$162.47/square metre).

Conclusion

The applicant is proposing to amend the Zoning By-law to permit a 186-unit mixed-use residential apartment complex. The proposal conforms with the Growth Plan, is consistent with the PPS, and conforms with and implements the Official Plan. Staff are in support of this proposal. The proposal will assist the City in achieving its housing pledge to provide at least 4,700 units by 2031. On that basis, staff respectfully recommends that the application be approved.

Attachments

- Exhibit A: Land Use Map
- Exhibit B: Concept Plan
- Exhibit C: Building Elevations
- Exhibit D: Draft Zoning By-law Amendment

Submitted by,

Michael Papadacos, M.A., P.Eng. Commissioner, Infrastructure, Planning and Growth Management (Acting)

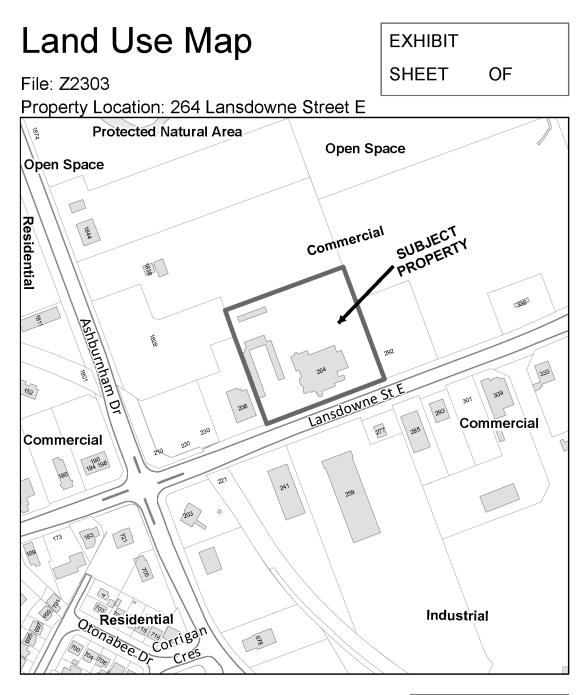
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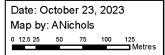
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Exhibit A – Land Use Map, Page 1 of 1



The City of Peterborough Planning Division The "City of Peterborough" its employess, or agents, do not undertake to guarantee the validity of the contents of this digital or handcopy mapfile, and will not be liable for any claims for damage or loss arisig from their application or interpretation, by any party. It is not intented to replace a survey or to be used for a legal description.



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Exhibit B - Concept Plan, Page 1 of 1

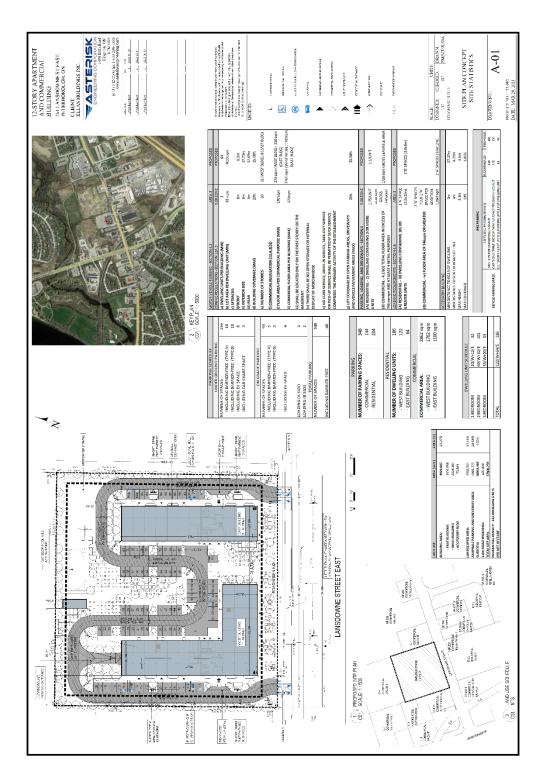
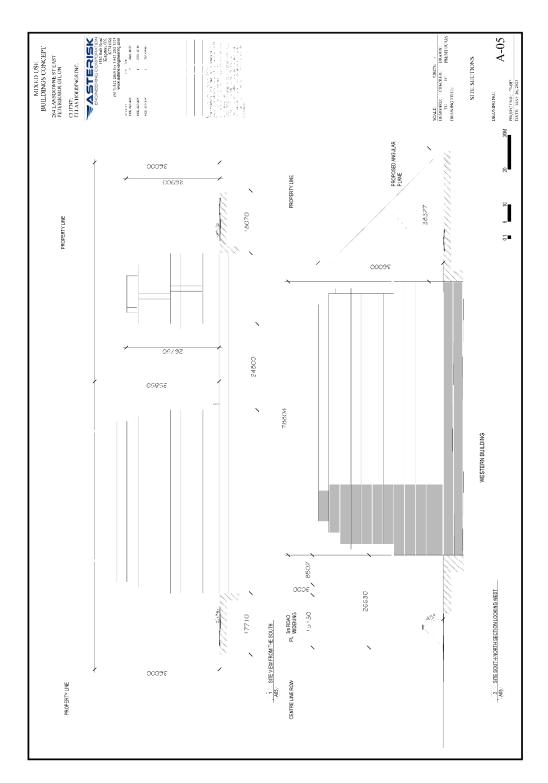


Exhibit C – Elevations, Page 1 of 2





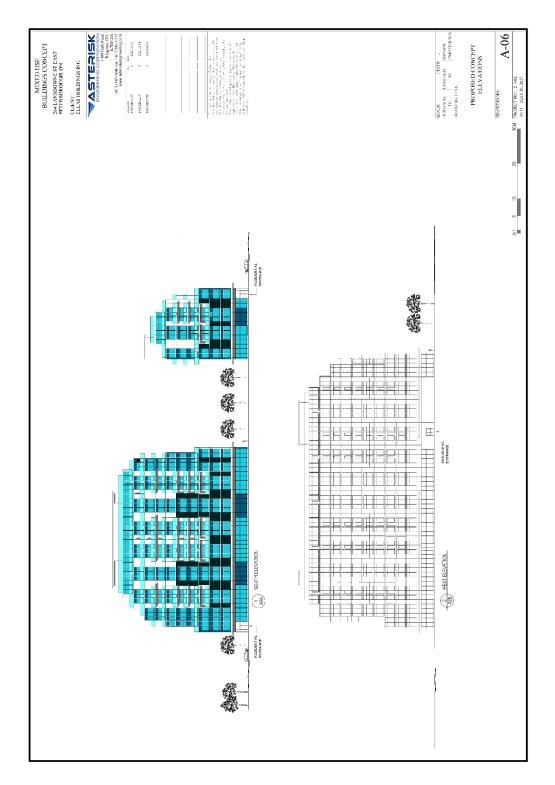


Exhibit D – Draft Zoning By-law Amendment, Page 1 of 3



The Corporation of the City of Peterborough

By-Law Number 23-[Clerk's Office will assign the number]

Being a By-law to amend the Zoning By-law for the lands known as 264 Lansdowne Street East

The Corporation of the City of Peterborough by the Council thereof hereby enacts as follows:

- 1. That Section 3.9 Exceptions, be amended to add the following:
 - ".362 In addition to the permitted uses listed in Section 12A.2(b), the following shall also be permitted commercial uses:
 - i) A day nursery;
 - ii) A dry cleaning depot;
 - iii) A retail store;
 - iv) A place of amusement;
 - v) A place of assembly;
 - vi) A place of entertainment;
 - vii) A bank, financial institution or loan company;
 - viii) A professional office;
 - ix) Public and community facilities.

Notwithstanding the provisions of Sections 12A.3, 4.2(A)2), 4.6.2(A)iv), and 4.6.2B(i), the following regulations shall apply:

Regulation	Exception
Minimum Lot Area per Dwelling Unit	85 sq. m.
Maximum Building Coverage	25%

Regulation	Exception
Maximum Number of Storeys	West: 11 storeys East: 8 storeys
Maximum Floor Area per Commercial Purpose	West: 275 sq. m. East: 330 sq. m.
Maximum Commercial Floor Area per Building	West: 1,762 sq. m. East: 1,100 sq. m.
Maximum Lot Coverage by Open Parking Areas, Driveways and Vehicle Movement Areas	30%
Minimum Residential Parking Requirements	1.1 spaces/unit
Minimum Loading Spaces	2 Туре 'А', 2 Туре 'В'
Minimum Setback for Residential Uses on Ground Floor from the centre line of an arterial street	60 metres
Minimum Bicycle Parking	0.65 long-term parking spaces and 0.10 short-term parking spaces per dwelling unit

Exhibit D – Draft Zoning By-law Amendment, Page 2 of 3

(By-law 23-[Clerk's Office will assign the number])"

 That Map 19 forming part of Schedule "A" to By-law 97-123, is amended by changing the area shown on the sketch attached hereto as Schedule 'A' from C.4 – Commercial District to R.60-362 – Residential District.

By-law passed this 11th day of December, 2023.

Jeff Leal, Mayor

John Kennedy, City Clerk

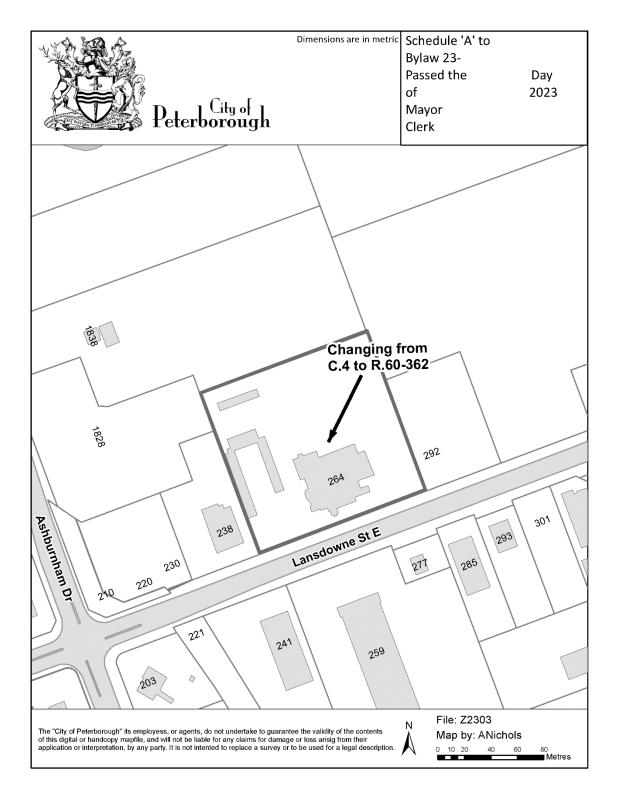


Exhibit D – Draft Zoning By-law Amendment, Page 3 of 3